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IMPLEMENTATION OF THE INTERNATIONAL COVENANT ON ECONOMIC, SOCIAL AND CULTURAL RIGHTS

Additional information submitted by States parties to the Covenant following the consideration of their reports by the Committee on Economic, Social and Cultural Rights

Addendum

FINLAND*

[15 January 1996]

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* At its 11th, 12th and 16th meetings held on 2 and 4 December 1991 (E/C.12/1991/SR.11, 12 and 16), the Committee considered the second periodic report of Finland on the rights referred to in articles 13 to 15 of the Covenant (E/1990/7/Add.1).

The Government of Finland submitted additional information relating to the consideration of that report by the Committee, which is reproduced in the present document.

GE.96-10454 (E)

I. EDUCATION: ARTICLE 13 OF THE COVENANT

A. Compulsory education

1. Under article 13 of the Finnish Constitution Act, general compulsory education is enacted by law. According to article 32 of the Comprehensive School Act, compulsory education begins in the autumn term of the year during which a child turns 7 and lasts for 10 years, until the end of the spring term of the year during which the child turns 17 or until the pupil has completed the nine-year comprehensive school or a corresponding curriculum.

2. In Finland municipalities have a statutory duty to provide primary education. According to article 6 of the Comprehensive School Act, a municipality has a duty to provide comprehensive school education for children of compulsory school age living in their area. This duty also concerns children of that age who are not Finnish nationals. The duty of a municipality is not limited to the members of that community, but concerns all people living in its area.

B. Secondary education and training

3. In recent years, about 90 per cent of comprehensive school leavers have continued their studies in secondary education and training.

4. In the autumn term 1990, there were 480 upper secondary schools, of which 17 were evening schools. In 1990 the number of first-year students in the upper secondary school represented 54 per cent of the 16-year-old age group. Upper secondary school education was accessible in all parts of the country.

5. In 1991 there were 482 vocational institutions intended for young people, of which 162 were run by the State, 261 by municipalities or federations of municipalities, and 59 by private organizations. The accessibility of this education and training was also good, and about 40 per cent of the age group continued in vocational schools and institutes immediately after the comprehensive school. The aggregate number of study places in vocational and higher education is 1.4 times larger than the number of comprehensive and upper secondary school leavers. It may be difficult to gain entry to some fields, such as health care, but nearly all who wish to do so can continue in the general upper secondary school.

6. Although there is no statutory duty to arrange education for the 16- to 18-year-olds, secondary education and training are available throughout Finland. The State supports educational provision extensively. State grants (e.g. for operating costs and construction) vary from some 30 per cent to 85 per cent, depending on the recipient, the form of education and the municipality.

7. Both general and vocational secondary education are provided free of charge. Students also get one free school meal a day, and accommodation and transportation, when needed, are provided free of charge on certain conditions.

C. Higher education

8. Eligibility for higher education is given by the matriculation examination, by institute-level vocational education based on a comprehensive school curriculum and higher vocational education, and by any foreign education which gives eligibility for universities in the country in question. In this way nearly 70 per cent of an age group are generally eligible for higher education. Student selection is decided by each institute according to the Act and Decree concerning it. Opportunities for higher education will be expanded during the 1990s on the basis of the Act concerning experimental education for the 16- to 18-year-olds and the Act on experimental higher vocational colleges, which were passed on 22 February 1991. Under the Experimental Higher Vocational Colleges Act, it is possible to establish institutions providing vocational higher education, first on an experimental basis, alongside the present academic universities and art academies.

9. All institutions of higher education are run by the State and provide tuition free of charge.

D. Drop-outs

10. In Finland drop-outs are very rare in the comprehensive school and have been decreasing in recent years. Of all the pupils of compulsory school age (approximately 65,000), about 150 fail to complete their compulsory education. It is possible for drop-outs to graduate later, for instance, by taking examinations in comprehensive schools. Arrangements have been made with Ministry of Labour financing to offer special opportunities for young people between 18 and 22 to complete their education, especially in the Helsinki metropolitan area. Some dozens of people have already availed themselves of this with good results. Various other opportunities have been made available in different institutions, which has reduced the number of people who have not completed their formal initial education.

11. It is also possible for adults to complete their comprehensive school education in special study lines provided by some folk high schools. This education is available free of charge. Some adult education centres have study circles for those who wish to study comprehensive school subjects. Comprehensive school examinations are provided by the Adult Education Committee (AOT). It is also possible to complete comprehensive school education in evening upper secondary schools. Persons who do not wish to take part in any institutional education can pursue independent studies and take the aforementioned AOT examination.

E. Difficulties of realization

12. The Finnish education system, the level of education in Finland and educational development were discussed extensively in an educational policy report submitted by the Council of State to Parliament in 1990. In the report the Council of State sets objectives for its education policy line and examines problem areas in educational development.

13. The new educational thinking in Finland is based on the idea of lifelong (recurrent) education. This is being gradually implemented, but many reforms are still needed both in educational content and in structures.

14. Measures have been taken to make educational opportunities and the capital of knowledge and know-how resulting from education equally available to all population groups and in different parts of the country. There are young people who are marginalized in post-compulsory education although in principle there are enough places in secondary education for the whole age group. Another drawback is that the level of education among the adult population has not risen sufficiently.

15. Experiments are being undertaken to find ways to individualize educational provision more efficiently, but there are still a number of obstacles to this development.

16. Since the existing procedures do not ensure a flexible distribution of educational openings in secondary education, they must be further developed and new procedures must be found. Content development has also been slower than anticipated.

F. Statistics

Preschool and comprehensive school

17. In Finland voluntary preschool education provided by educational authorities or day care provided by social authorities cover some 70 per cent of six-year-old children. Children start comprehensive school in the autumn of the year during which they turn seven. There are 4,500 comprehensive schools in Finland. Compulsory primary education is completed by practically 100 per cent of young people: only 0.2 per cent of an age group fail to do this. The present system of comprehensive school education was introduced in the 1970s and reformed in the 1980s.

18. Comprehensive school education is available to all: the school network is dense, and education is provided free of charge. The geographical location of the school or the nature of the environment has no systematically perceived influence on educational achievement.

Secondary education

19. The upper secondary school has established itself as a school form for half of the age group leaving comprehensive school. In 1990 first-year students made up 54 per cent of the 16-year-old age group.

20. Intakes in vocational education intended for young people were increased all through the 1980s. There are some regional differences, and even they are levelling out. The enrolment rates in vocational education were lowest in southern Finland in 1988 and the highest in northern Finland.

Table 1

Target intakes in young people's institutional vocational education subordinate to the National Board of Vocational Education as compared to the age group, by provinces

Province	1982 %	1985 %	1988 %
Uusimaa	79	94	109
Turku and Pori	92	100	103
Häme	97	100	106
Kyme	94	100	108
Mikkeli	102	106	110
Northern Karelia	96	100	108
Kuopio	110	118	111
Central Finland	89	100	105
Vaasa	97	102	108
Oulu	101	107	109
Lapland	110	117	121
Whole country	96	102	106

Table 2

Enrolment in young people's institutional vocational education subordinate to the National Board of Vocational Education as compared to the age group, by provinces

Province	1982 %	1985 %	1988 %
Uusimaa	77	89	94
Turku and Pori	86	101	95
Häme	93	96	100
Kyme	87	100	103
Mikkeli	100	103	104
Northern Karelia	86	92	95
Kuopio	100	109	104
Central Finland	82	94	94
Vaasa	90	98	98
Oulu	92	103	102
Lapland	99	107	114
Whole country	88	97	99

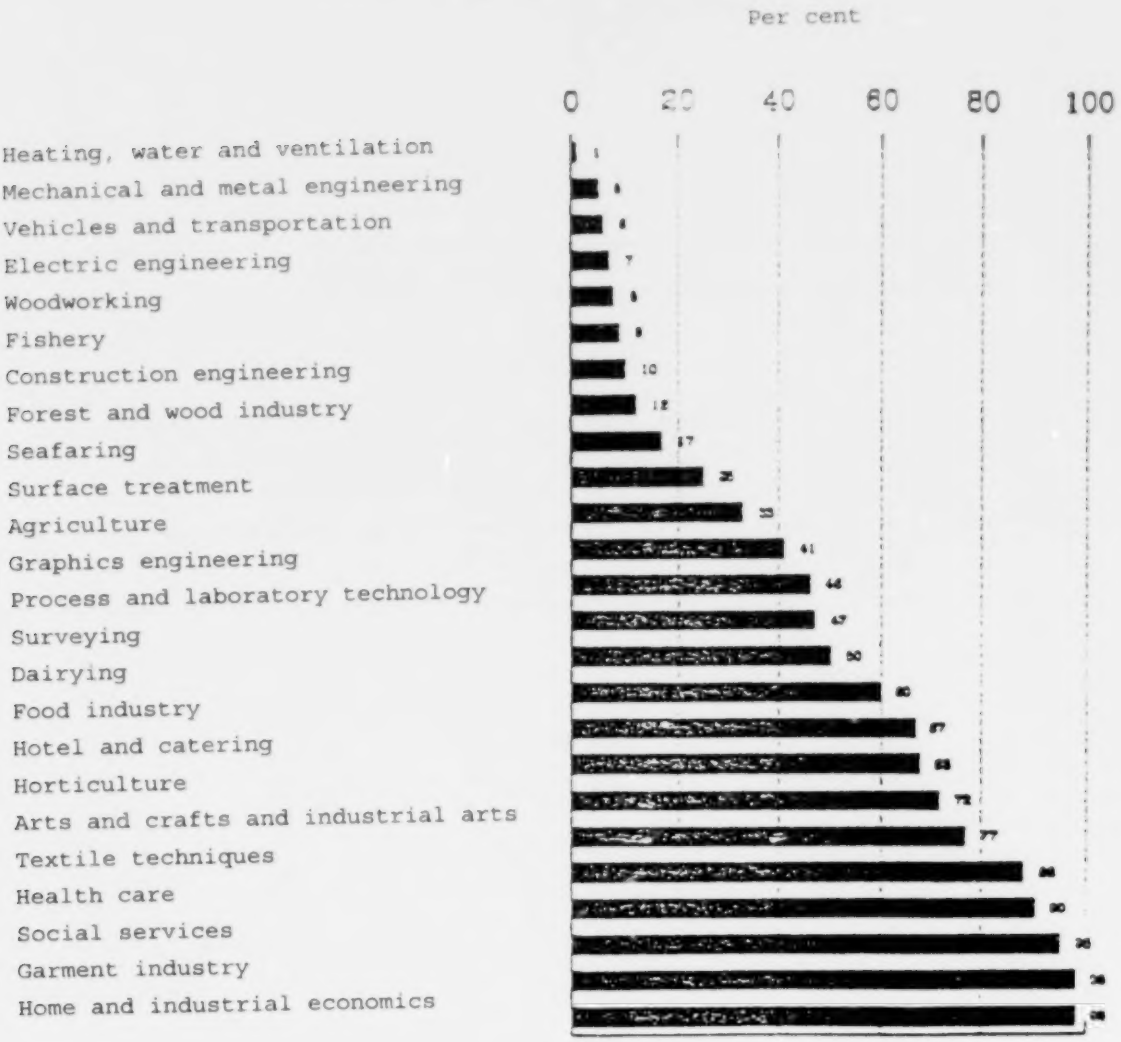
21. The difference between the target intakes and enrolment was 10 percentage units in 1982 in the Provinces of Kuopio and Lapland, where the intakes were largest in comparison to the age group.

22. Some 90 per cent of comprehensive and upper secondary school leavers continue their studies in vocational institutions or institutions of higher education. Some 5,000 members of each age group (c. 65,000) receive no vocational education.

23. The proportion of women among students enrolled in vocational education varies greatly according to the field (see fig. 1).

Figure 1

Women in vocational education, 1989



Note: The data concern secondary vocational education which is included in the joint national selection system and which is supervised by the National Board of Vocational Education

24. Finnish educational policy has been characterized by continual efforts to raise the level of education, to make educational opportunities available to all population groups and to make education benefit all parts of the country. The Secondary Education and Training Development Act was passed in 1978. The implementation of the reform (from 1982 to 1988) was steered by means of special development programmes.

25. The upper secondary school has been reformed as part of secondary education and training. A new curriculum based on courses was introduced in 1982 after an experimental period. A new Upper Secondary School Act was promulgated in 1985.

26. Experiments relating to a new system of teaching in which there are no year classes were launched in 1987. All upper secondary schools have a certain degree of discretion in giving emphasis to local elements and their students' interests. There are plans for increasing the responsibilities of schools and local authorities in the provision of comprehensive and upper secondary school education. Cooperation between vocational institutions and upper secondary schools has been intensified.

27. Upper secondary schools ends in a national matriculation examination.

Adult education

28. In Finland there are more than 1,000 institutions providing adult education, catering annually to about 1.6 million people (nearly 45 per cent of the adult population) who take part in shorter or longer courses. Women have also overtaken men in educational activity: 41 per cent of men and 47 per cent of women availed themselves of adult education in 1990.

Figure 2

Socio-economic status and participation in adult education in 1972, 1980 and 1990 (%)

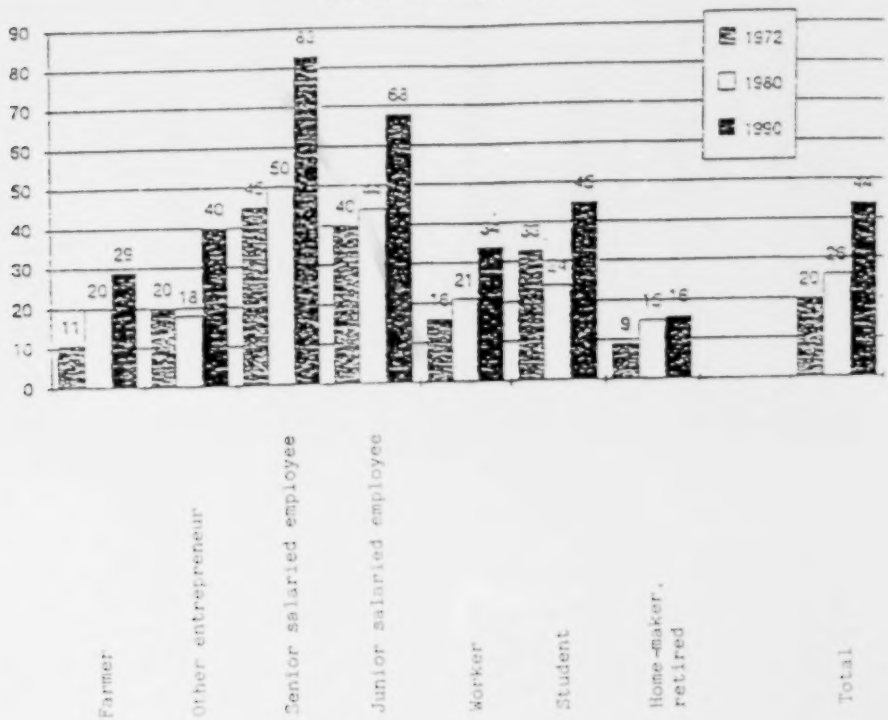


Figure 3

Age groups and participation in adult education in 1972, 1980 and 1990 (%)

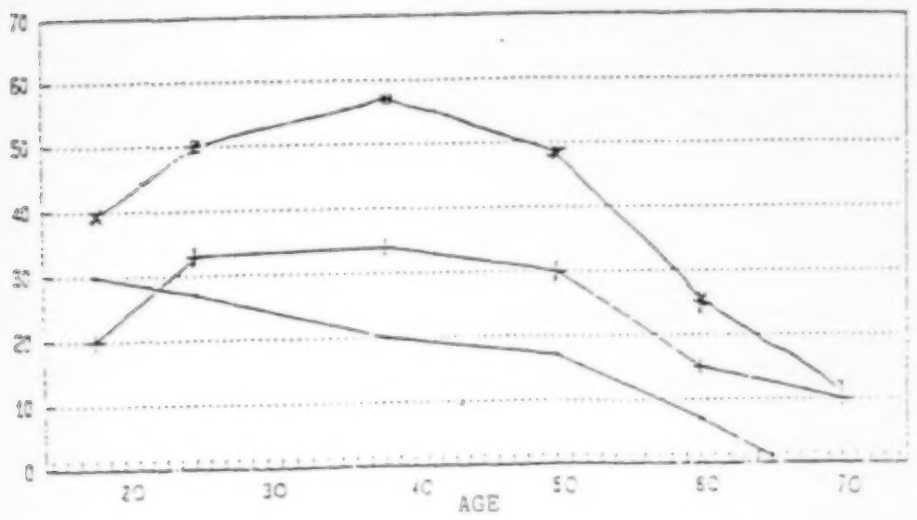
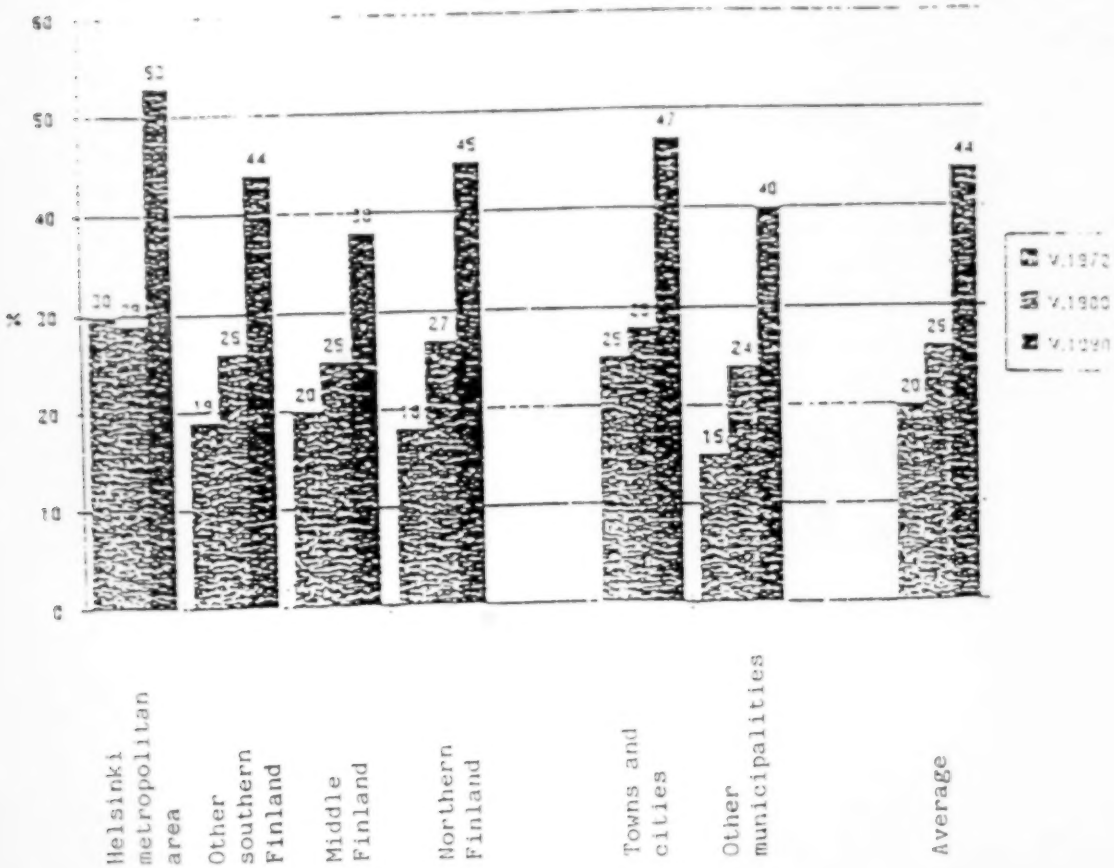


Figure 4

Regional differences in participation in adult education in 1972, 1980 and 1990 (%)



Higher education

29. There were 59,563 students in continuing professional education and 38,752 students in open university instruction in 1990.

30. As regards drop-outs in higher education, there are the following data available concerning students enrolled in 1975, 1977, 1979, 1981 and 1983: of the 10,542 students enrolled in 1975, 3.0 per cent had discontinued their studies after the first year, 4.9 per cent after the second, 6.5 per cent after the third, 7.9 per cent after the fourth, 8.9 per cent after the fifth, 10.2 per cent after the sixth, 11.5 per cent after the seventh, 12.6 per cent after the eighth, and 13.7 per cent after the ninth year. Of the 10,597 students enrolled in 1977, 3.2 per cent had discontinued their studies after the first year, 5.2 per cent after the second, 7.3 per cent after the third, 9.0 per cent after the fourth, 10.5 per cent after the fifth, 11.5 per cent after the sixth, and 13.5 per cent after the seventh year. Of the 9,969 students enrolled in 1979, 3.3 per cent had discontinued their studies after the first year, 5.2 per cent after the second, 6.8 per cent after the third, 8.0 per cent after the fourth, 9.5 per cent after the fifth, and 11.2 per cent after the sixth year. Of the 10,912 students enrolled in 1981, 3.0 per cent had discontinued their studies after the first year, 5.0 per cent after the second, 6.7 per cent after the third, and 8.4 per cent after the fourth year. Of the 11,028 students enrolled in 1983, 3.7 per cent had discontinued their studies after the first year and 6.5 per cent after the second year.

31. In 1989 university graduates made up 4.9 per cent of the population over 15 years of age (5.5 per cent of men and 4.5 per cent of women) (source: Educational structure of the population by municipalities on 31 December 1989 and Education and research (1991:6), Central Statistical Office). Broken down by age groups, the data are the following:

Table 3

Population with university degrees, by age and sex, 1989

	Graduates	Percentage of the population	Graduate men	Percentage of the population	Graduate women	Percentage of the population
15-19	-	-	-	-	-	-
20-24	1 028	0.3	334	0.2	694	0.4
25-29	20 981	5.6	9 658	5.0	11 323	6.1
30-34	33 224	8.6	16 713	8.4	16 511	8.7
35-39	35 199	8.6	18 089	8.6	17 110	8.5
40-44	36 502	8.4	19 429	8.7	17 073	8.0
45-49	23 363	7.8	12 570	8.3	10 793	7.3
50-54	14 906	5.4	8 360	6.1	6 546	4.7
55-59	10 212	4.0	6 252	5.1	3 960	3.0
60-64	7 671	3.0	4 821	4.2	2 850	2.1
65-	15 350	2.3	9 045	3.9	6 305	1.5
Yhteensä	198 436	4.9	105 271	5.5	93 165	4.5

32. As regards the number of foreign students in different forms of education, please see annexed publication Education in Finland 1991.*

G. Education budget

33. National educational expenditure has developed in the following way in the State budget:

Table 4

Expenditure on education as percentage of the State budget
(in billions Fmk)

Year	Total budget	Ministry of Education	% of State budget
1990	141	25.7	18.2
1991	158.5	29	18.4
1992	170	29.5	17.2

The cost of the education system represents the greater part of the Ministry of Education expenditure. State grants and local financing together cover about 90 per cent of educational expenditure. More information is available in Education in Finland 1991 (pp. 211-214).

34. School construction is subsidized by the State according to the financial capacity of the municipality in question. In some cases, a municipality may finance the construction of a school building alone. The need for school construction and an efficient use of school buildings is monitored carefully. In view of the present economic recession, it has been suggested that school construction should be increased to improve employment in the construction industry. The State grants allocated for the establishment of educational institutions total annually as follows: comprehensive or upper secondary schools about Fmk 300 million; State-run vocational institutions about Fmk 250 million; locally-run vocational institutions about Fmk 275 million; and other educational institutions Fmk 50 million.

35. In rural areas schools are generally located in municipal centres. Although they are located centrally, there have been no significant difficulties in obtaining sites. The increased powers delegated to the municipalities and the projected reform of the State grants system may decrease the number of lower-stage comprehensive schools in rural areas.

H. Equal access and literacy

36. In Finland all enjoy equal access to education. The literacy rate is 100 per cent after some years at school. More information is available in Education in Finland 1991, (pp. 223-232).

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* Available for consultation in the files of the Secretariat.

37. In 1990 university students totalled 113,601, of whom 51.4 per cent were women. Women made up 55.8 per cent of enrolment in 1990. More information is available in Education in Finland 1991, (pp. 220-222).

38. Under Finish law, municipalities have a duty to provide comprehensive school education for all the residents of compulsory school age in their area. Instruction can be temporarily given in a foreign language, and since the school year 1991/1992 it has also been possible to use languages other than Finnish and Swedish as the language of instruction when appropriate in terms of teaching.

39. In the comprehensive school, refugee children can be provided initial education in groups if there are four or more such children in a school. The duration of this special training is one year, and it is designed to prepare pupils to follow ordinary classroom teaching. Refugee children can also be placed in a class corresponding to their age and abilities and given extra remedial teaching in Finnish or Swedish and other subjects. Remedial teaching is given for as long as the pupil has difficulties in a subject or subjects; it can also be given in his/her mother tongue.

40. A foreign-language pupil can get mother tongue instruction for two hours a week; this is primarily given outside actual classroom hours. For such teaching to be arranged, there must be at least five pupils in the group. In the comprehensive school, however, it is possible to teach mother tongue to one pupil if he/she is a refugee and if no more pupils can be found without undue complications.

41. At present the education of disabled pupils is divided between school and social authorities. The aim is to transfer the teaching of even the most severely disabled children from social authorities to the school system.

42. The enrolment in upper secondary schools and regional equity is supervised by the Council of State. The distribution of classes in the region is decided by the provincial offices.

43. The activities of vocational institutions is internationalizing. Vocational students can also go abroad to study part of their programmes. Measures are being taken to increase courses and programmes given in languages other than Finnish and Swedish.

44. The difference in the value placed on the upper secondary school and vocational education is being levelled out through different forms of cooperation between these two forms of education.

45. Efforts have been made to lower the threshold for the adult population to participate in education. Certain obligatory general subjects will be abolished from adults' school-level vocational education from the beginning of 1992, which will shorten the duration of their training to some extent. Adult students' financial aid and social benefits were improved in the late 1980s.

46. Finland seeks to offer equal opportunities for education regardless of language, place of residence and social standing.

47. Foreigners who study in vocational institutions or in certain study programmes offered by folk high schools receive the same financial benefits as Finns.

48. There are student quotas for the Saami people and Swedish-speakers intended to guarantee their educational opportunities in certain fields of higher education, in order to secure public services for these groups.

49. The Government has supported financially the education of linguistic and cultural minorities, including minorities permanently resident in Finland, based on their own languages and cultures. Special educational centres have been established for the Saami people. There are plans for establishing an educational and cultural centre for the Romany people in Finland.

50. Measures are taken to integrate the disabled and other special groups into the general education system. Alongside these, there has been need for special measures in support of their education.

51. Labour market training is designed to encourage marginalized people and people threatened by marginalization to re-enter education or employment.

52. The financial aid (grants, loans and subsidies) available to students is enacted in the Students' Financial Aid Act (28/1972) and Decree (287/1972). More information is available in Education in Finland 1991, pp. 223-232.

53. As concerns comprehensive and upper secondary school education, please see paragraphs 38-51 above.

54. The language of instruction used in each institution of higher education is defined in legislation. The teaching language is Finnish in all institutions except Åbo Akademi (the Swedish-Language University of Turku) and the Swedish School of Economics and Business Administration. The University of Helsinki and the Helsinki University of Technology provide instruction in both Finnish and Swedish. The use of other languages is defined in the decrees which have been issued for each institution separately.

I. Conditions of teaching staff

55. Information is available in Education in Finland 1991, pp. 109-118.

56. According to the index for wage and salary earnings, the development in the teaching profession has followed that of other professions. A comparison between teachers' salaries and average salaries of local employees showed that the salary level in the teaching profession is competitive in the public sector. For instance, local heads of education, the highest education officials in a municipality, have lower salaries than head teachers in comprehensive and upper secondary schools. Class teachers, who teach 7 to 12-year-old pupils in comprehensive schools, are in a junior salary grade as compared with other teacher categories but have higher salaries than directors of local old people's homes.

Table 5

Index for wage and salary earnings (1980=100)

	1985	1986	1987	1988	1989	1990*
Agriculture	159.1	172.9	184.1	195.5	220.2	236.0
Forestry	146.3	154.3	162.9	177.2	194.9	214.1
Manufacturing	162.1	172.1	183.8	199.0	216.9	238.1
workers	161.2	171.0	182.9	198.9	216.5	239.4
Electricity, gas and water supply	163.4	174.8	185.9	201.7	223.4	245.9
Building construction	167.9	178.5	192.7	209.0	229.9	250.9
workers	169.6	179.8	194.7	211.5	232.0	253.9
Land and water construction	161.0	171.1	184.1	201.7	218.7	238.5
Trade and catering and hotel industry	165.1	178.7	193.5	212.3	233.2	253.0
Transport	162.4	172.8	186.5	204.6	222.3	241.9
Communication	157.8	168.5	182.5	201.4	214.7	232.4
Finance	167.5	180.7	193.2	210.6	229.2	250.9
Insurance	169.4	180.2	193.3	212.4	236.1	254.1
Public administration	164.6	176.4	188.8	206.6	221.7	242.9
Education	164.4	180.2	192.0	211.0	225.0	242.3
Medical and veterinary services	167.9	180.4	189.1	201.9	219.4	244.2
Social services	168.2	180.7	190.3	204.1	219.3	240.6
Total	163.5	174.9	187.2	204.0	222.1	242.5
State	158.8	169.8	183.9	204.7	218.4	238.1
municipalities	166.6	180.1	189.5	203.7	220.6	241.8
private	163.5	174.5	187.2	203.8	223.1	243.4

57. Teachers' have substantially longer holidays than other professional groups in the public sector. Their summer holidays are 2½ months, whereas those of other public officials vary according to seniority from 1 to 1½ months. Teachers also have longer winter holidays.

58. Teachers have the same right to strike as other professional and vocational groups. Strikes are governed by legislation in Finland. See Labour Relations in Finland, Ministry of Labour, 1990 (appendix).

J. Publicly and privately run educational institutions

59. In primary and secondary general education, public authorities maintain and run about 97 per cent of schools; only 3 per cent are private. In vocational education, about 85 per cent of educational institutions are maintained and run by public authorities, and 15 per cent are private. Practically all educational institutions receive some financial support from the State.

60. Some institutions can set their own selection criteria, which has made entry more difficult. On the whole, the greatest problem has been the large number of applicants as compared with intakes in the most popular fields.

61. All institutions of higher education are run by the State.

K. National policies

62. During the reporting period, education has been developed under favourable conditions. The present economic recession may slow down the implementation of some reforms, such as the new scheme for students' financial aid.

Reform of vocational education

63. The structure and curricula of vocational education were revised during the 1980s. At the same time, educational channels were opened both from school to institute level in vocational education, and also from institute level vocational education to higher education. Educational provision was expanded to offer opportunities for further education for the whole age group in vocational institutions or universities. At the same time, education was developed and reshaped to correspond better to labour needs. The system of financing in vocational education was reformed in the early 1980s, and legislation pertaining to vocational institutions was overhauled in the late 1980s. In the near future special attention will be paid to expanding the scope of education and to updating teaching. In vocational education international contacts will be intensified. Similarly, measures will be taken to develop forms of cooperation between vocational institutions and general upper secondary school, on the one hand, and institutions of higher education, on the other. There will also be a focus on streamlining the running of vocational institutions and rationalizing their activities.

Figure 5

Population with post-compulsory diplomas and degrees, 1970-1988

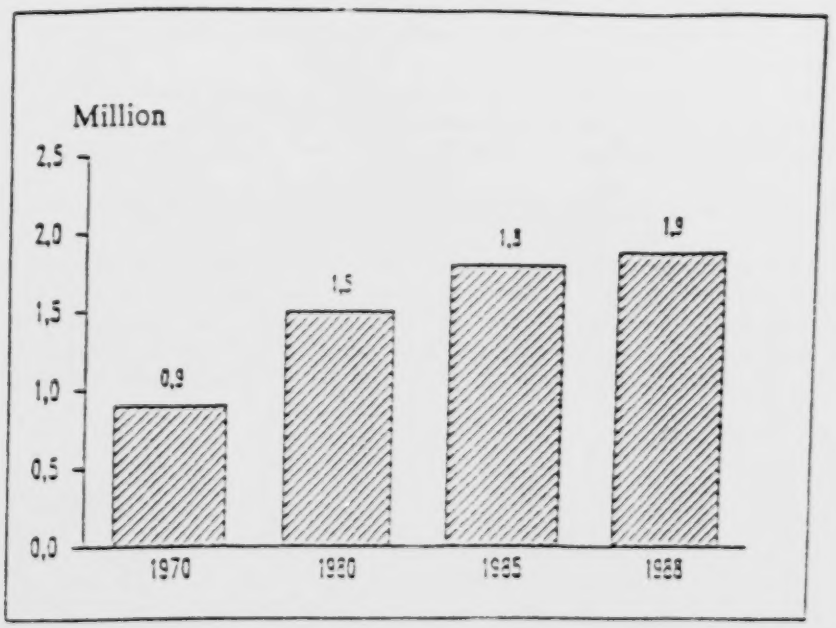
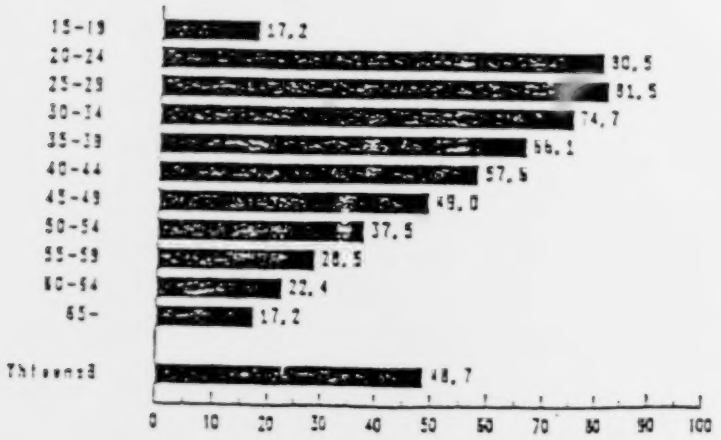


Figure 6

Population with post-compulsory diplomas and degrees, by age groups, in 1988

Percentage of population over 15



Source: Central Statistical Office, 30 March 1990.

Table 6

Population with post-compulsory diplomas and degrees, by provinces, in 1988

Province	Population with diplomas and degrees	Change from 1987 %	Change 1983-1988 %	Percentage of population over
Uusimaa	532 414	+3.1	+18.6	53.4
Of which Helsinki metropolitan area	379 336	+2.6	+17.1	56.4
Turku and Pori	271 843	+2.3	+14.9	46.6
Ahvenanmaa/Åland	8 996	+3.0	+14.0	45.7
Häme	271 968	+2.8	+16.3	48.6
Kymi	129 837	+1.7	+10.8	46.9
Mikkeli	76 506	+1.7	+12.4	45.0
Northern Karelia	66 048	+1.8	+12.0	46.6
Kuopio	98 943	+2.2	+14.1	48.1
Central Finland	94 762	+2.8	+16.3	47.4
Vaasa	155 192	+2.2	+14.7	44.2
Oulu	162 924	+2.3	+14.5	48.9
Lapland	77 519	+1.8	+13.7	49.3
Whole country	1 946 952	+2.5	+15.5	48.7

Figure 7

Population distribution of people with diplomas and degrees

Source: Central Statistical Office, 30 March 1990.

Employment

64. People graduating from vocational institutions have generally been well placed in the open labour markets. Employers have been happy to offer them jobs. The recession which began in 1991 and the rising unemployment rates have naturally also affected young people's employment prospects.

65. Municipalities have a duty to find employment (for at least six months) for young people under 20 years of age who have been unemployed for more than three months. The people thus employed have generally been untrained young people, but as the unemployment rates keep rising, this will increasingly also concern trained young people. Efforts are made to encourage untrained people to apply for further education.

66. Measures are being taken to revise educational content to correspond to educational needs and to keep the content flexible. On-the-job training has expanded rapidly, and the system of training agreements has improved placement in the labour markets. Depending on the field, employment rates vary from 50 to nearly 100 per cent.

67. When the economic boom turned into a recession, unemployment among young people increased, and it has become more difficult for them to find their first job. According to studies, about 40 per cent of vocational graduates are placed in the labour markets without delay. In the worst cases, depending on the field, even half of the graduates may encounter problems in placement. In a normal economic situation when the gross national income keeps growing, only about 15 per cent of new vocational graduates encounter difficulties in finding employment.

Special educational measures

68. All children, including foreigners, have an equal right to education.

69. In comprehensive school, special initial education can be provided for refugee children; they are also provided extra remedial teaching. Vocational institutions often require that students know Finnish/Swedish enough to follow teaching. To date, only a few institutions have programmes in languages other than Finnish or Swedish, e.g. English.

70. The education of refugees is governed by special regulations. Adult refugees receive "immigration education" for about one year, comprising instruction in Finnish, civics, etc. The education also includes orientation into employment or education. The income of the refugees is guaranteed during this education.

71. A foreign student has to have a valid permit of residence and a guaranteed sum of money (or a scholarship) for maintenance during studies. Financial aid can be granted to a non-national who has stayed in Finland for two years or more for a purpose other than studies. Exceptions to this can be made for special reasons (e.g. marriage to a Finn).

Culture

72. In cultural provision, regional inequality can probably never be eliminated totally. For instance, Finland has only one national opera, to which the distance from the northernmost part of the country is over 1,000 kilometres. However, Finland has made a conscious effort to level out regional differences in culture. As early as the 1960s a system of regional cultural administration was created to support artists and arts in different regions. This has succeeded in preventing their concentration in the major centres in southern Finland. The regional arts councils, the grants allocated by them and the system of regional artists, which within the Council of Europe is called "the Finnish model of cultural animators", and regional operas are described in more detail in the annexes*.

73. The Finnish cultural policy of the 1970s was characterized by the democratization of culture. Alongside the regional cultural administration,

various regional networks were created, such as regional theatres and operas and provincial and regional museums (museums of cultural history and art galleries). At the same time, nearly all regions got their own institutions of higher education. Provincial archives and libraries date from an earlier period.

74. In the early 1980s the democratization of culture was taken one step further: an act on local cultural activities was passed. Under it, State grants began to be paid to cover costs incurring from local cultural provision and the salaries of local cultural workers (animators). Under the Act, a cultural board had to be established in all municipalities (see the annexed abstract "Culture, Municipalities and Money"*).

75. The 1980s were marked by definite activation in children's and young people's arts education. There is a varied provision of education in skill and art subjects in addition to school teaching. There are about 140 music institutes; 130 dance institutes; 60 schools of fine arts and arts and crafts for children and young people; more than 30 video workshops; and some schools of theatrical expression and circus arts. In the end of 1991 the Government will submit a bill concerning basic education in the arts to Parliament. Children and young people are seen as the best channel for realizing full participation in culture. Music, dance and art schools are best accessible in different parts of the country. Recently, municipalities have begun to cooperate in arranging basic education in the arts for an area, which will improve substantially the possibilities of smaller municipalities to provide arts education.

II. ARTICLE 14 OF THE COVENANT

76. This article does not concern Finland.

III. CULTURE: ARTICLE 15 OF THE COVENANT

77. The practical measures taken by the State to promote everyone's right and opportunities to fully participate in culture mostly relate to legislation and State grants.

78. The most successful flagship of Finnish culture in this respect is perhaps the system of public libraries. Our libraries have about 2.2 million borrowers, of whom 26 per cent are children under 15 years of age. There are 10 library visits and 17.3 loans per capita annually. The Finnish library network has covered the whole country for a long time. There are some 1,150 public libraries and some 1,400 other library service points. In the 1960s the library network became even more accessible thanks to mobile libraries. At present books-on-wheels is a typical Finnish library function: there are 232 mobile libraries which, with their 19,000 stops, serve both suburbs and rural areas. (For more information about libraries, please see the annexed booklet "Knowledge and Life Experiences"*.)

79. In addition to professional art and cultural institutions, the State also supports amateur arts to some extent. Finland has particularly strong traditions in amateur theatres and amateur choirs.

80. During the past few decades, cultural events have brought culture and arts to the grass-roots. The major national cultural events alone (47) were estimated to have attracted about 1.1 million visitors in 1989.

81. Higher education in the arts is given in three art academies - the University of Industrial Arts, Sibelius Academy and Theatre Academy - and the Academy of Fine Arts. The mission of the art academies is to provide higher education, undertake research and otherwise promote development in their fields. The activities of each of the three art academies and the Academy of Fine Arts are governed by a separate Act and Decree.

82. In the national budget, cultural expenditure makes up 1.5 per cent and education expenditure 16.9 per cent.

83. In Finland radio and television programmes are broadcast by independent companies. They draw up their programme policies independently with no interference from the State. In recent years cultural policy measures have also related to the audiovisual field. The Media Culture Committee set up by the Ministry of Education has submitted various proposals for the development of the radio and television field.

84. In its first report, which concerned the promotion of national cinema, television and video production and distribution (Committee reports 1989:15), the Committee proposed the establishment of a national development programme for audiovisual production and distribution. The focus of the programme was on increased financial support for programmes produced by independent producers and shown on television. The development programme also proposed public support for the recording of live artistic performances (theatre productions, concerts, opera, etc.) and for showing them on television. The implementation of the programme began in 1990, but the funds allocated for it were smaller than proposed by the Committee.

85. In its sixth report, which dealt with radio and recordings (Committee reports 1991:24) the Media Culture Committee proposed that public subsidies should be allocated to projects of great cultural policy significance, for instance, programme production relevant to education or culture.

86. Generally taken, there are no obstacles to the enjoyment of the advantages incurring from scientific progress and its application. The findings of research undertaken with public funds are public, but in contract research it can be agreed between the contracting parties that the findings are confidential. This can be done if the financing party wishes to apply for a patent or otherwise utilize the findings commercially. The confidentiality of research findings always applies only for a given period of time - usually two to three years - and terminates when the patent is pending.